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# EMERGENCY PLANNING ONTARIO

## 1992 REPORT



Ministry of  
the Solicitor  
General

Ministère du  
Soliciteur  
général

Emergency  
Planning  
Ontario

Planification  
d'urgence  
Ontario



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# **INTRODUCTION**

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In 1992, Emergency Planning Ontario underwent a number of significant changes which have made the organization stronger and better able to meet its mandate to initiate, monitor, coordinate and assist in the formulation and implementation of emergency plans throughout Ontario, a mission which includes both emergency preparedness and emergency response activities.

Over the past decade Emergency Planning Ontario activities concentrated on preparedness initiatives at the local level. Last year saw the beginning of a shift in emphasis towards more provincial level projects. While we continue to believe that the strength of emergency preparedness lies at the local level, we also believe our own efforts in this area are best served by providing guidance and support through provincial initiatives such as training courses, workshops and seminars.

## **EMERGENCY PLANNING ONTARIO REORGANIZATION**

Following many years of distinguished service, K.J.W. Reeves retired as Coordinator, Emergency Planning Ontario. In 1992, after more than a decade of service as the Deputy Coordinator, J.L. Ellard was appointed the new Coordinator.

Emergency Planning Ontario also underwent a significant organizational change in 1992. This has resulted in a more streamlined organization, and has provided a sharper focus for the development and provision of emergency preparedness and response programs. Some sections were amalgamated, others were expanded and several new initiatives were introduced, changes all aimed at increasing the emphasis on training.

These changes came about following acceptance of the recommendations made by a consultant commissioned in 1991 to examine the overall structure of Emergency Planning Ontario.

The main features of this reorganization are the amalgamation of the nuclear preparedness program with provincial/municipal preparedness, and the introduction of a new Training & Education Program. The Coordinator continues to head Emergency Planning Ontario, providing leadership to two main programs: Preparedness, and Training & Education (see Organizational Chart attached as Annex A).

The Manager of Preparedness oversees the Community, Nuclear and Provincial Preparedness Sections. The Community

Preparedness Section is responsible for providing direct advice and assistance to communities throughout Ontario in the formulation and implementation of emergency plans, and in dealing with any emergency. This section has been expanded, and is now comprised of a Head, and three Community Emergency Preparedness Advisers, one located in Toronto to serve Southern Ontario, one located in Sudbury to serve Northeastern Ontario, and one located in Thunder Bay to serve Northwestern Ontario.

The Nuclear Preparedness Section is responsible for providing direct emergency planning assistance to local officials in the five geographical areas in Ontario which surround nuclear facilities. This section is also responsible for the development and management of the Provincial Nuclear Emergency Plan.

The Provincial Preparedness Section is responsible for the development of the Provincial Emergency Plan, for the monitoring, coordination and assistance to provincial ministries in the formulation and implementation of their emergency plans, and for the coordination of provincial plans with federal and municipal plans. This section is currently comprised of a Senior Provincial Planning Officer. A Federal/Provincial Planning Officer (National Emergency Arrangements Planner) will be hired to this section in 1993 to coordinate federal initiatives throughout the province. An

additional organizational change in 1993 will be the amalgamation of the Nuclear Preparedness and Provincial Preparedness Sections.

Emergency Planning Ontario's new Training & Education Program was established late in 1992. The Manager of Training & Education oversees the Training, Public Education and Exercises Sections. The Training Section is responsible for the Provincial Emergency Training Program, which includes the provision of emergency planning and response training to community and provincial officials from across the province. This section is comprised of a Head and two Training Officers. A third Training Officer will be hired in 1993.

The Public Education Section, comprised of one Public Education Officer, is responsible for the Provincial Public Education Program which is aimed at increasing awareness of and preparedness for emergencies among key Ontario groups and organizations, and for the general population residing within the province.

Due to fiscal constraints, the Exercises Section was not staffed in 1992. However, efforts to fill one position within this section will continue in 1993. Overall, the Exercises Section will be responsible for providing direct assistance to communities throughout Ontario in the development and conduct of emergency exercises. It will also be responsible for provincial exercises,

and the coordination of exercise initiatives between local communities, provincial ministries and the federal government.

The Manager of Administration oversees all office administration matters, including compilation of the annual budget, provision of financial, human resources and administrative information, administrative services, physical requirements of the office, coordination of Freedom of Information responses, and participation at the Provincial Operations Centre during an emergency. Administrative staff comprises one Office Coordinator, one Secretary and three Clerk/Word Processing Operators, who support all office activities and have contributed significantly to the results that have been achieved.

# OPERATIONS

In 1992, a total of 10 major emergency incidents occurred in Ontario, with six communities formally declaring an emergency. During this same period, a total of 5,021 hazardous materials spills were reported to the Spills Action Centre, and 944 forest fires were recorded, primarily in Northern Ontario. One community was evacuated in response to a forest fire threat, and one in response to the threat of flooding. Emergency Planning Ontario staff responded to two major emergencies: an evacuation due to flood threat in the community of Attawapiskat in Northern Ontario; and the threat of a hazardous materials release in the town of Midland in Central Ontario.

## MAJOR EMERGENCIES

The following list represents some of the major emergencies which occurred in 1992. Nearly all were dealt with at the community level, with some support from provincial ministries field staff. Those incidents marked with a \* indicate those to which Emergency Planning Ontario staff responded in support of local officials.

DATE	EMERGENCY SITUATION
Mar 5	<b>Timmins</b> Threat to public safety in the City of Timmins due to the potential rupture of a mine tailings dam. Emergency Declared: Mar 5 Emergency Terminated: May 19
May 4	<b>Toronto</b> Rioting by hundreds of people in downtown Toronto leading to forty minor injuries and damage to more than 100 buildings.
May 14	<b>Beardmore</b> Flood emergency in the Township of Beardmore resulting in road closures and damage to some buildings. Emergency Declared: May 14 Emergency Terminated: May 20
May 15	<b>Attawapiskat *</b> Flood emergency in the First Nation Community of Attawapiskat resulting in the evacuation by air of 415 residents to Moosonee/Moose Factory. There was no damage to buildings or property. Emergency Declared: May 15 Emergency Terminated: May 20
May 25	<b>Longlac</b> Train derailment in the Town of Longlac involving four tank cars containing anhydrous ammonia, one of which was leaking, and leading to the evacuation of 1,400 residents to the Town of Geraldton and several other mid-northern communities. Emergency Declared: May 25 Emergency Terminated: May 28

Jun 7	<b>Colborne</b> Hydrochloric acid spill in the Town of Colborne leading to the evacuation of 500 residents and 200 visitors.
Jun 13	<b>Summer Beaver</b> Forest fire threat to the First Nation Community of Summer Beaver leading to the evacuation of 208 residents to the Town of Geraldton. Emergency Declared: Jun 13 Emergency Terminated: Jun 20
Sep 22	<b>Timmins</b> Threat to public safety in the City of Timmins due to the potential rupture of a mine tailings dam. Emergency Declared: Sep 22 Emergency Terminated: Jan 12/93
Dec 11	<b>Southern Ontario</b> Snow emergency leading to the closure of highway 401 through Southern Ontario. The City of Belleville implemented its emergency plan.
Dec 16	<b>Midland *</b> Potential release of hazardous materials stored at an abandoned industrial site in the Town of Midland. Emergency Declared: Dec 16 Emergency Terminated: Dec 23

## Spills

Spills of hazardous materials to the environment continue to pose significant threats to Ontario residents. During 1992, 5,021 hazardous materials spills were reported to the Spills Action Centre, down slightly from the 5,251 spills reported in 1991. Of these, 24 posed a threat to human health or safety, up from 15 in 1991.

Of particular significance is the transportation of dangerous goods within and across the province, most notably through the main transportation corridors of southern Ontario. In 1992, of the total number of reported spills, eight were caused by train derailment, 114 by overturned truck or trailer, and 208 by other types of transportation accidents. Some of the more significant spills included:

DATE	SPILL SITUATION
Jan 22	<b>Moore Township</b> Approximately 850 gallons of BTX (Benzene, Toluene and Xylene) spilled to a creek and the Moore Township sewer system.
Feb 13	<b>Windsor</b> Explosion and fire involving hazardous materials at a petroleum industry site in the City of Windsor.
Feb 1	<b>Sudbury</b> Propane tanker fire near the City of Sudbury forcing the closure of highway 69.
Apr 30	<b>Aurora</b> Spill of approximately 30,000 litres of fuel near the Town of Aurora leading to the closure of highway 400.
Aug 2	<b>Pickering</b> Approximately 3,000 kg of tritiated heavy water discharged to Lake Ontario at the Pickering Nuclear Generating Station.
Dec 15	<b>Aurora</b> Fire at a chemical industry site in the Town of Aurora.

### **Forest Fire Activity**

The summer of 1992 proved to be uncommonly cool and wet, resulting in a decrease in forest fire activity over 1991 levels with a total of 944 fires reported, compared with approximately 2,500 reported in 1991. The threat of forest fires caused the evacuation of one community in 1992.

### **Flood Activity**

The threat of flooding caused the evacuation of one community in 1992.

# **PREPAREDNESS PROGRAM**

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Major achievements within the Preparedness Program in 1992 included an internal reorganization to incorporate the Nuclear Emergency Preparedness Section, the formation of a Working Group to study evacuation arrangements in Northern Ontario, completion of the Provincial Emergency Plan and the Provincial Emergency Information Plan, and the signing of an agreement with Indian and Northern Affairs Canada to provide emergency preparedness services to Ontario First Nations. Activities in 1993 will include integration of the Nuclear and Provincial Sections, the deployment of two Community Emergency Preparedness Advisers into the field, the development of a new Provincial Operations Centre, and the hiring of a Federal/Provincial Planning Officer.

## **COMMUNITY PREPAREDNESS SECTION**

Community Preparedness activities in 1992 included the ongoing provision of guidance to communities in the formulation and implementation of emergency plans and exercises, with particular attention given to county level preparedness, liaison with all Southern Ontario Tribal Councils as one of the first steps in the delivery of First Nation emergency preparedness services, direct assistance in the development and

conduct of two exercises, and response to two emergency incidents. In 1993, work will continue in each of these areas, and expand significantly into the northern portions of the province once Community Emergency Preparedness Advisers Officers begin operating from Sudbury and Thunder Bay.

## **Status of Emergency Planning in Ontario**

Emergency Planning Ontario conducts a survey of Ontario's 831 municipalities every two years to determine the level of preparedness in the province. This survey was last conducted in 1991, and showed that 531 or 70% of Ontario communities have emergency plans in place, well above the 1985 figures which showed only 25% of Ontario communities had emergency plans. The survey also indicated that major road accidents, spills of dangerous goods, severe storms and the possible loss of utilities were viewed as the most serious threats, and that assistance from Emergency Planning Ontario was needed primarily for training and exercises, and for immediate access to an adviser in the event of a serious emergency.

Emergency Planning Ontario plans to conduct another survey in 1993.

## **Joint Emergency Preparedness Program**

Emergency Planning Ontario is responsible for administering Joint Emergency Preparedness Program (JEPP) funds received from the federal government for emergency preparedness projects in Ontario. Emergency Planning Ontario would like to acknowledge the significant contribution made by the federal government through JEPP towards supporting emergency preparedness activities in Ontario over the past decade.

In fiscal year 1992\93, a total of \$1.9 million was allocated to Ontario under this program, of which \$1.591 million supported community projects such as the development and revision of emergency plans, exercises, communications systems and equipment, and rescue vehicles, and \$266,614 supported provincial projects, including the development of training courses by Emergency Planning Ontario and the Ontario Office of the Fire Marshal, and the Ontario Radio Frequency Study. The community and provincial cost-sharing levels for these projects, at 55% of total costs, were \$1.945 million and \$325,862 respectively.

In fiscal year 1993\94, the level of funding assistance under this program will decrease by 10% to \$1.7 million. Emergency Planning Ontario expects to fund a greater proportion of provincial projects in support of both provincial and community preparedness.

## **Northern Ontario Evacuation Study**

Late in 1992 Emergency Planning Ontario chaired the first meeting of the Northern Ontario Evacuation Centre Working Group. Participants included representatives from federal, provincial, and municipal governments and First Nations. Formed in response to repeated evacuations of Northern Ontario communities due to forest fire and flood emergencies, the Working Group was tasked to determine which locations in Northern Ontario would be suitable as evacuation centres during major emergencies, and what resources would be required for each centre. It was also requested to recommend funding sources for the establishment of these centres.

Among the conclusions arising from its first meeting, the Working Group recommended that four levels of evacuation support are required:

- **Certain Remote Communities**, which are primarily First Nation and located in the northernmost areas of the province, and which can be accessed only by air or water, should be selected and equipped as evacuation centres to receive evacuees from other remote communities.

- Certain **Satellite Communities**, with road, rail and air transportation links, should be selected and equipped as evacuation centres to support larger and longer evacuations.
- Certain **Major Communities**, with well-developed infrastructure and resources, should be selected as evacuation centres to support major evacuations.
- **Transportable Stocks** of material and equipment should be held at two major communities, and transported to remote, satellite or major communities as required.

The Working Group concluded that further study is needed to determine which communities should be selected, what resources are required, and how they should be funded. It recommended that a pilot project be conducted in 1993 to assess the overall evacuation centre concept, with the Town of Geraldton and the First Nation Community of Eabamatoong (Fort Hope) participating, and Moosonee/Moose Factory and the Mushkegowuk Council added if funding is available.

## **PROVINCIAL PREPAREDNESS SECTION**

Activities within the Provincial Preparedness Section in 1992 included completion of the Provincial Emergency Plan and the Provincial Emergency Information Plan, signing of an agreement with Indian and Northern Affairs Canada, and completion of an Emergency Planning Ontario office relocation plan. Work in 1993 will concentrate on the passing of Emergency Plans Act amendments, the development of a new Provincial Operations Centre, and the hiring of a Federal/Provincial Planning Officer.

### **Legislation**

Proposed amendments to the Emergency Plans Act are still awaiting Cabinet approval. These amendments will:

- provide a clear statement of the need and authority for the county level of government to plan for and respond to emergencies in cooperation with their local municipalities. The Act currently does not give authority for a county to declare an emergency and direct the response activities of local municipalities;
- provide authority for a provincial response to an emergency declared by a Chief of a First Nation;

- provide authority for a Provincial Emergency Plan and establish a proper framework for emergency preparedness and response by certain Ministries and by the province as a whole;
- expand the definition of an emergency to include the threat of an impending emergency situation;
- include the concept of a controlled and coordinated response to an emergency situation by more than one agency, a concept which is consistent with the application of emergency response by designated Ministers with special responsibilities; and
- expand the definition of a nuclear accident to include accidents occurring other than at nuclear reactor facilities, as with the transportation of radioactive materials, and to expand provincial programs and plans to cover these as well.

### **Provincial Emergency Plan**

The Provincial Emergency Plan is now complete with agreement from all designated Ministries, and is awaiting final Cabinet approval.

### **Provincial Emergency Information Plan**

The Provincial Emergency Information Plan, first developed to support the Provincial Nuclear Emergency Plan, has been amended and approved for use in all types of emergencies. It will be published and issued in 1993.

### **Indian and Northern Affairs Canada Agreement**

In 1992, the Ontario Ministry of the Solicitor General signed an agreement with Indian and Northern Affairs Canada which establishes that Emergency Planning Ontario will provide assistance to the 126 Ontario First Nation communities in the formulation and implementation of emergency preparedness and response activities. This agreement includes planning, exercising, training, education and response assistance.

During 1992, Emergency Planning Ontario field staff visited 15 Southern Ontario First Nation communities to offer and outline Emergency Planning Ontario services, to request input in the delivery of these services, and to begin assisting in the development of emergency plans. This work will continue into Northern Ontario in 1993. Training of First Nation officials also began in 1992, and will continue in 1993.

## **NUCLEAR PREPAREDNESS SECTION**

During 1992, staff in the Nuclear Preparedness Section concentrated on providing assistance to local officials in the revision and exercise of the Nuclear Emergency Plans now in place for the five areas surrounding nuclear facilities in Ontario. Other activities included participation in the Canada/U.S. Working Group on Nuclear Preparedness, liaison with officials from Ontario ministries, other provincial governments and the federal government, guidance to local and media officials in developing and issuing public directives, participation in various drills, workshops and exercises, and the briefing of a delegation from the Japanese Atomic Energy Institute. Work in 1993 will concentrate on Joint Information Centre plans and procedures, Provincial Nuclear Emergency Plan amendments, and participation in two major exercises.

### **Provincial Nuclear Emergency Plan**

Proposed amendments to the Provincial Nuclear Emergency Plan currently await Cabinet approval. These amendments will:

- establish an early warning system for people within a three to four kilometre zone around nuclear facilities;

- prepare evacuation plans for the priority movement, monitoring and decontamination of people within the three to four kilometre zone;
- allow the predistribution of potassium iodide pills in this zone;
- establish medical treatment arrangements for those people who could suffer early health effects as the result of a nuclear emergency;
- expand the Primary Zones for Darlington and Bruce Nuclear Generating Stations from 10 to 13 kilometres;
- upgrade the level of preparedness for municipalities;
- increase public education;
- establish an improved Provincial Operations Centre
- establish procedures for national and international assistance.

# **TRAINING & EDUCATION PROGRAM**

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As part of a shift toward increased training and education, Emergency Planning Ontario established the Training & Education Program in late 1992 with the appointment of a Program Manager and a Training Section Head. This was followed by the hiring of a Public Education Officer and two Training Officers, with a third Training Officer to be hired in early 1993.

The Training & Education Program is now in the process of developing policies, strategies and plans for its three main activities: training, public education and exercises. The training program is being developed within the context of the federal/provincial strategy on training which has been adopted by the federal and provincial/territorial governments. It is also taking into account the training activities and needs of ministries, communities and other organizations. A similar context provides the framework within which the public education and exercise programs are being developed.

The Training & Education Program also manages the development of emergency response and management doctrine within Emergency Planning Ontario.

## **TRAINING SECTION**

Training activities in 1992 included the development and delivery of a three-day Emergency Planning and Response (EPR) Course, provincial equivalent of the federal Plans and Operations Peace Course, at eight municipal and two First Nation locations in Ontario. Other training and education activities, some of which were delivered by staff from the Community Preparedness Section, included a School Board Emergency Preparedness Course conducted at the Canadian Emergency Preparedness College, a Tornado Awareness Media Day held in conjunction with Environment Canada in Toronto, a one-day Tornado Emergency Preparedness Workshop delivered in the City of Barrie, the development of paper exercises and case studies for use by community emergency coordinators, administration of Ontario applications to courses conducted by the Canadian Emergency Preparedness College, and initial development work on an Emergency Site Management course.

Activities for 1993 include the delivery of 20 EPR courses and five Tornado, Hazardous Material and Winter Storm Emergency Preparedness Workshops in locations throughout Ontario, revision of the Emergency Planning

and Response Course, completion of Emergency Site Management course development, increased training for provincial officials from ministries with special responsibilities for emergency preparedness and response, and continued administration of applications to the Canadian Emergency Preparedness College.

### **Emergency Planning and Response Course**

A key component of the Training Section is the Emergency Planning and Response (EPR) Course. Designed to provide community officials with the basic knowledge required to develop local emergency planning and response programs, the course delivers training and information tailored to specific needs in Ontario. A popular and effective training vehicle, the EPR Course is successfully addressing the limited vacancy problem on equivalent courses conducted for officials from across Canada by the Canadian Emergency Preparedness College.

Representing police, fire and ambulance response agencies, medical, social service, volunteer and industry organizations, and municipal and provincial governments, a total of 289 students received training on the EPR course in fiscal year 1992\93. This number is expected to double in fiscal year 1993\94.

### **PUBLIC EDUCATION SECTION**

With the establishment of the Public Education Section early in 1993, work has started on the development of a provincial public education policy and strategy. Initial activities for 1993 include a restructured quarterly Newsletter, and assistance to local officials in a comprehensive public education program, including the distribution of public education brochures in the areas surrounding Ontario Hydro nuclear facilities.

### **EXERCISES SECTION**

Emergency Planning Ontario provided direction and assistance to four of the 25 exercises which were held throughout Ontario in 1992, and will participate fully in at least two exercises planned for 1993.

Due to fiscal restraint, the Exercises Section has not yet been staffed. Efforts to establish this Section will continue in 1993.

## **OTHER ACTIVITIES**

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Emergency Planning Ontario was involved in a number of other activities in 1992, most notably through participation with the Major Industrial Accidents Council of Canada (MIACC), and in various seminars and workshops conducted by organizations from across Ontario.

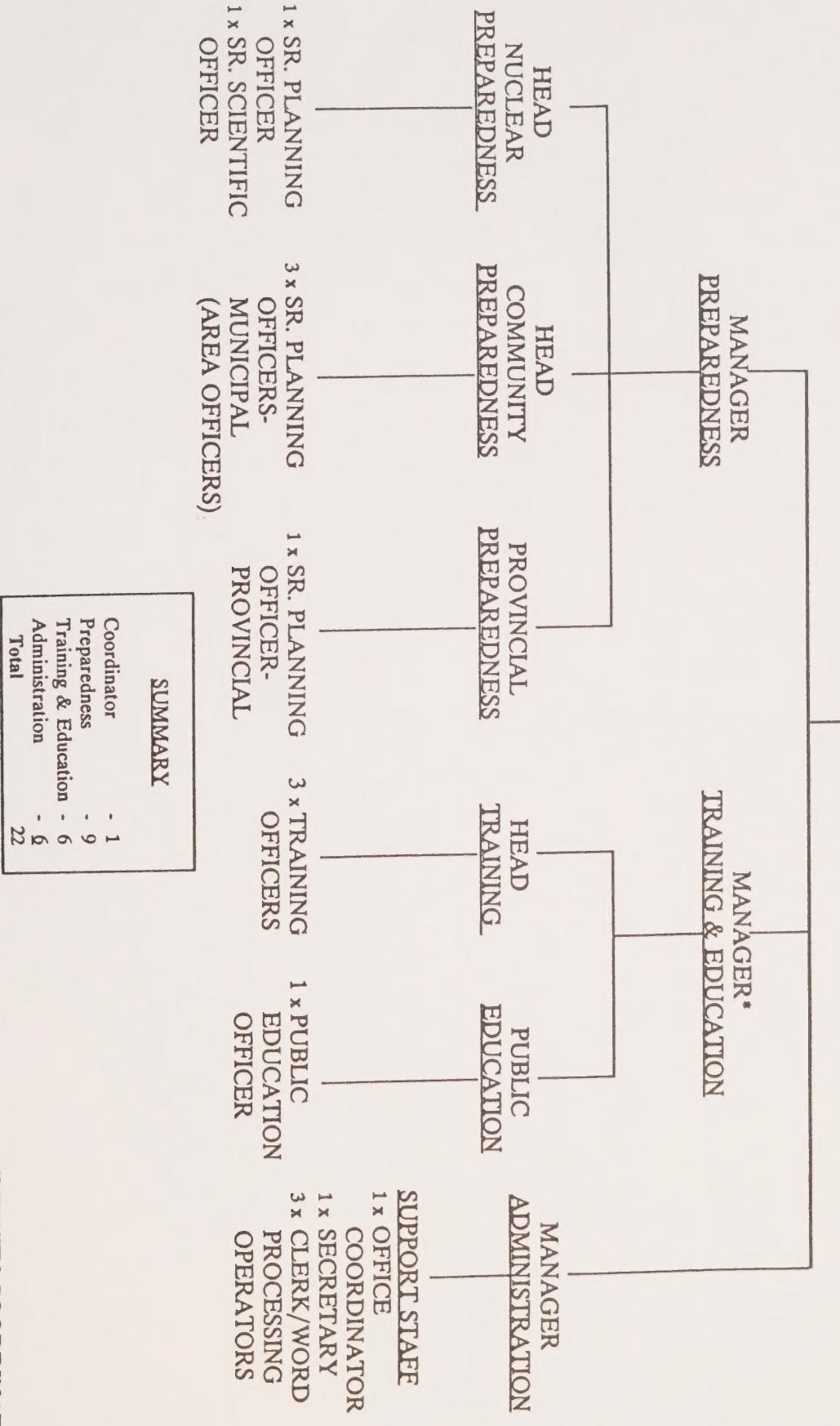
### **MAJOR INDUSTRIAL ACCIDENTS COUNCIL OF CANADA**

Emergency Planning Ontario continued to participate in a Major Industrial Accidents Council of Canada (MIACC) working group organized to develop joint municipal and industry emergency planning guidelines and a comprehensive bibliography of reference material. Participation in this working group will continue in 1993.

Emergency Planning Ontario will work toward forming a provincial MIACC Committee in 1993 to coordinate industry and government emergency planning activities in Ontario.

**ANNEX A**

**ORGANIZATION  
EMERGENCY PLANNING ONTARIO**



\* DEPUTY COORDINATOR

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